

City of Springfield
Work Session Meeting

MINUTES OF THE WORK SESSION MEETING OF
THE SPRINGFIELD CITY COUNCIL HELD
MONDAY, NOVEMBER 6, 2006

The City of Springfield Council met in a work session in the Library Meeting Room, 225 Fifth Street, Springfield, Oregon, on Monday, November 6, 2006 at 6:00 p.m., with Mayor Leiken presiding.

ATTENDANCE

Present were Mayor Leiken and Councilors Woodrow (via conference phone), Lundberg, Fitch, Ballew, and Ralston. Also present were City Manager Gino Grimaldi, City Attorney Joe Leahy, City Recorder Amy Sowa and members of the staff.

Councilor Pishioneri was absent (excused).

1. Lane Transit District (LTD) Pioneer Parkway Bus Rapid Transit (BRT) EmX Environmental Assessment (EA).

Transportation Manager Tom Boyatt presented the staff report on this item. The Parkway BRT is supported by Council as the next phase of BRT implementation in the Metro area because it provides a connection between downtown and the growing Gateway commercial and employment center. In April 2006 Council approved a motion endorsing the proposed Locally Preferred Alternative (LPA) for the project provided certain issues were addressed. The LPA was modified to address issues raised and the EA carries the modified LPA as the preferred alternative to a no build alternative. After meeting with Council again at the end of July 2006, LTD released the EA for public comment on September 20, 2006 and closed the comment record 30 days later on October 20, 2006.

LTD staff will present comments received on the EA corridor design, and answer questions about the project. With Council and County Board endorsement, LTD will submit the EA to the Federal Transit Administration for a Finding of No Significant Impact (FONSI) decision. The FONSI is necessary to continue to pursue the project for construction.

The attached Draft Resolution endorsing the project also calls out the process by which the project design will be approved by the City for permitting and construction. Staff is proposing that the Parkway BRT construction project be reviewed and approved by the City using the normal Private Improvement Project (PIP) process. Staff believes that the project warrants this method of review and approval because it is a large and complex project with many of the design details not yet engineered. Staff also anticipates entering into an Intergovernmental Agreement (IGA) with LTD to specify the terms and conditions of using City right of way for BRT on an ongoing basis. This type of Use Agreement was previously executed between LTD, ODOT and the City of Eugene for Phase I of the BRT that runs between downtown Eugene and downtown Springfield.

Mr. Boyatt said because LTD liked to do their projects in partnership, they were seeking endorsement from the City Council before submitting the EA. He introduced LTD General Manager, Mark Pangborn and LTD Project Manager, Stephano Viggiano. Mike Eyster, LTD Board member, was also in attendance. With Council's approval, the next phase would be the design phase, in which the City's public works staff would play a key role. He acknowledged that comments had been made about impacts to the median in the parkway corridor and LTD would discuss those issues.

Mr. Viggiano referred to a map showing the EmX corridor. The first corridor was located in Eugene along Franklin Boulevard and was scheduled to open in January 2007. Pioneer Parkway EmX corridor would be Phase II. He described that route. He said public input had been received from LTD during this five year process. He discussed what some of that public involvement included. He noted that the Locally Preferred Alternative (LPA) had not changed. The EA comment period closed on October 20, and very few comments were received during that period.

Mr. Viggiano referred to a map in the middle of the table showing the corridor from South A Street to F Street. He discussed some of the ways a third lane for the EmX would be accommodated along this corridor. LTD heard concerns from Aletha Lou regarding parking, so the design maintained parking for that business. They also received a comment from a resident along that part of the corridor regarding parking. That parking had also been retained. Most homes along this section of the corridor fronted the side streets and had parking on the side streets. He noted one exception and the accommodations that were being made for that property. He referred to a recent concern that was raised from Springfield Cleaners and loss of parking. He said staff had some ideas and would be working with that business to try to find a solution. As they progressed through the design phase, they would continue to address and resolve issues.

Councilor Ralston asked if diagonal parking could be an option at Springfield Cleaners.

Mr. Viggiano said that could be considered, but noted some possible issues with that option. He said they could come back with options if Council wanted, but Council felt there was no need as long as LTD was working to resolve the issue. Mr. Viggiano discussed the design in the median. There was a lot of public input regarding the median, including keeping the bike/pedestrian path at its current location and retaining the trees. In considering these issues, it made more sense to locate both lanes along the east side of the median. He referred to a drawing showing the lanes in the east part of the median. He referred to a letter from Don Lutes expressing concern about losing the median. Mr. Lutes' preference would be to have the southbound third lane on Pioneer Parkway West. He explained issues in doing that. He said putting both lanes on the east side of the median was the preferred option in the public comments received.

Councilor Fitch asked how often vehicles would be passing in that area when up and running.

Mr. Viggiano said there would be ten minute service in each direction.

Councilor Lundberg asked if the buses would run at night.

Mr. Viggiano said they would run on twenty minute intervals at night.

Councilor Lundberg asked about lighting along the corridor.

Mr. Viggiano said that would be part of the design work. LTD would work with City staff and the public on that design and lighting would be considered at that time.

Councilor Lundberg said lighting was a priority along that corridor for safety of pedestrians.

Mr. Viggiano said they could find a solution. He showed another design showing both lanes in the median, but noted that design was not the preferred option. He discussed landscaping that could be included to make it look like it was still green space.

Councilor Lundberg suggested low shrubs for safety.

Mayor Leiken asked about the objections to the second option.

Mr. Viggiano said it took more of the median and put EmX lanes closer to the bike path.

Councilor Fitch said as traffic got busier along Pioneer Parkway, that extra lane could be used for emergency vehicles if needed.

Mr. Viggiano referred to the section of the corridor from Centennial to Q Street. He discussed some of the issues along this section and how they were being resolved.

Councilor Ralston asked if the signs on the corner for Hamlin Field would be replaced when that corner was changed.

Mr. Viggiano said those signs would be replaced and noted that the extra lane would not impact the playing fields. He referred to the map showing the segment from Q Street to the roundabout on Harlow Road/MLK Parkway. He said LTD would be planting trees when needed to replace others or to add to the aesthetics.

Discussion was held regarding that segment.

Mr. Viggiano said the lane along the MLK Parkway was already built and the lane along RiverBend Drive was being built. The design on International Way had been determined. He explained. Gateway Street and Harlow Street were mixed traffic design with curbside stations. LTD would look for other opportunities for queue jumps as the Gateway/Beltline design was completed by the City.

Councilor Ballew asked about the distance between stations.

Mr. Viggiano said it was about one-third of a mile. He described where some of the stations would be located along Harlow Street.

Discussion was held regarding the amount of auto traffic along that stretch of Harlow Road due to the number of auto related businesses.

Councilor Ballew asked about International Way and left turns.

Mr. Viggiano brought out a picture of that area. He explained how cars would turn left in that area. There would be access to every driveway.

Councilor Lundberg discussed signage for the EmX and noted that it would need to be in place well ahead of the actual changes. It would need to be very clear.

Mr. Viggiano said the signage would be very unique for the EmX. LTD would learn a lot from the Franklin Corridor as to what would work best. It would need to remain clear but simple.

Mayor Leiken said a lot of things would be worked out through the Franklin Corridor. Once this phase of the EmX was open, Royal Caribbean, Symantec and PeaceHealth would be at full capacity.

Mr. Viggiano said they were learning from this first phase and were excited to see future phases as they connected.

Councilor Fitch said the staff from LTD and the City had worked hard on this. So much had been done behind the scenes. They had worked with people to resolve issues and make it happen. It had been a lot of work. She said she felt in five years Eugene would want their second phase.

Mr. Viggiano said the Steering Committee did recommend Council approve this proposal. He noted that two of the new EmX vehicles had arrived and there would be an unveiling Thursday morning at the Eugene Station at 9:00am. The Mayor and Council were all invited and Congressman DeFazio would be there.

Councilor Ralston asked if inflation factors had been included in the cost estimate.

Mr. Viggiano said inflation had been built into the estimate and they had gone back to the cost estimator with new project information. The estimate was made on projections for 2008/2009. He said LTD received their Connect Oregon funds and they submitted a Small Starts Funding application in September. They wouldn't know until about February if they received that funding, but they had received information that their application looked positive.

Councilor Ralston asked about the remainder of the costs.

Mr. Viggiano said LTD had been saving in reserves and had the amount needed. He said LTD would not be coming back to City on this project for funding, but may on other projects.

Discussion was held on the remaining costs.

Mayor Leiken asked about the Connect Oregon funds and if they were available.

Mr. Pangborn said they had a signed contract at this time. The funds were supported from lottery funds.

Councilor Ballew asked about an agreement with LTD for use of the City's right-of-way.

City Attorney Joe Leahy said Mr. Goodwin was working on that issue. LTD would be in the City's right-of-way and would need an agreement.

Mr. Viggiano said LTD had signed an IGA with Eugene and the State for use of their right-of-way in the first phase. The State required an agreement for twenty year use.

Councilor Fitch said the Chairman of the Steering Committee said she could stay on as a citizen member after her term as Councilor had ended. The Mayor would appoint a new representative from the Council.

2. Discussion of Commercial and Industrial Lands Data Report.

Planning Manager Greg Mott presented the staff report on this item. State law requires each city's comprehensive plan to include an inventory of industrial and other employment land suitable, available and necessary for economic development opportunities for a 20 year period. The Metro Plan satisfied this inventory at acknowledgment in 1982, but the lack of a contemporary database of conditions and status led the Metro area elected officials and Lane Metro Partnership to co-sponsor an evaluation of the metro area supply. The attached report includes a newly developed database of current conditions and offers an array of data sets that are useful for government and the private sector in considering appropriate development sites for a particular use.

It is important to note that ECONorthwest's report is not the complete inventory required by law, nor is it a policy document. The requirements for commercial and industrial buildable lands inventories include the supply, a demand analysis (not included in this report) and provisions to match projected demand with an adequate supply. This report makes no assertions or assumptions that the supply included in this database is adequate. However, the report does identify additional work necessary to get to that point and includes a list of policy options for additional consideration, including an endorsement of the complete buildable lands inventory as specified in Oregon Administrative Rules (See page 22-24 of attachment). While there may be additional options or variations on these options, staff agrees with the suggestion by ECONorthwest that creating a complete inventory is the most logical next step to take. If the Council agrees, a follow-up work session should be scheduled to consider work scope, costs, project duration and possible funding sources for one or more of these options.

Mr. Mott said the report was a database and preliminary analysis. He said this project was dictated by the amount of money and time available. At the joint meeting with Lane County, Terry Moore from ECONorthwest made it clear that the database they were able to create was a system model that could be given more attention, with funding, and be an ongoing, sustainable model that government and private citizens could use to prepare reports, look at trends and keep abreast of the inventory. The report had not been perfected to that point as of yet. The data in the model was data that already existed and the sources and quality of the data could be improved. There were regional geographic information people meeting to determine how that data could be improved. That group hoped to make recommendations on a fit land-use database by the late Spring 2007, once the regional spatial adjustment project was concluded. The next steps were outlined in recommendations from ECONorthwest on page 22 and 23 of the report included in the agenda packet. To perfect the Commercial and Industrial Lands inventory, there were two distinct parts: the supply side and the demand side. From that, would be derived what was

needed for the City's twenty-year inventory. This report would constitute a significant portion of the supply side. The City could conduct a demand analysis whether they pursued further supply analysis or not. He discussed demand for certain property. The focus was to make this a better model with better data. After the City knew the demand, and after they had better information on the supply, they could determine what action to take. He said the conclusion of the entire study would be about two or three years and the cost would be several hundred thousand dollars.

Mayor Leiken said he read through the report and felt the document tiptoed the issues. Springfield was using common sense to determine where we wanted to go. He said it was a start, but not very useful. He agreed the information was not accurate and up-to-date. He said of the options listed, he would agree with option 4 on page 23 of the report. He said it was just a start to look further at expansion. He said all anyone needed to do was to look around and see that we were short of commercial property. This report could be used as a guiding point only to give direction on the next steps.

Councilor Ralston said the concept of the report was good. He felt the City needed to take it to the ultimate level, perhaps option 3. Once commercial and industrial studies were complete, residential would fall right in. He explained. He said it was irresponsible not to go forward.

Councilor Fitch said we were in a number of updates for Metro Plan, TransPlan, etc. She asked when the next one was required.

Mr. Mott said the City just received notice that we had completed periodic review.

Councilor Fitch asked how the City could have completed periodic review if we didn't have a twenty year supply.

Mr. Mott said when this started it was twelve years ago. The City finished a residential land in 1999, the TransPlan in 2001 and Goal 5 just recently.

Councilor Fitch said the report stated that "there has not been a comprehensive Goal 14 study completed since the metro plan was adopted in 1986". She asked if that was correct. Yes. She asked how it could have been completed without current studies showing we have a twenty year supply.

Mr. Mott said when the City received the periodic review notice in 1994, the State was not concerned about industrial land.

Mr. Grile said when periodic review began, it was a compliance review for all statewide planning program standards. That ceased to be the case about ten years ago. Now the City and State negotiate a work program and choose which things go into the periodic review process. Typically, the jurisdiction chooses things that they would prefer go before LCDC for review, rather than a post-acknowledgement amendment which would go to LUBA.

Mr. Mott said when they received the notice in 1994, it identified a number of tasks, but didn't identify a complete update of the metro plan. The planning directors prepared cost estimates of a full periodic review and a leaner periodic review. The elected officials chose the leaner version.

Councilor Fitch asked if the periodic review was done within the original cost estimate. No. It was only to take a year or two and took twelve years. She noted that a lot was added by other jurisdictions. She asked what the designation of 'completed the periodic review' meant.

Mr. Mott said in the next five to seven years, the City could receive a notice to update our planning.

Councilor Fitch said we had no ability to require other jurisdictions to be accountable for doing the Goal 14 study.

Mr. Mott said that was correct. The State didn't object to a jurisdiction conducting this type of study, but would not require it until the State had some reason it needed to be done.

Councilor Fitch asked about what type of reason would be needed. She said if Springfield did our own study, but remained part of TransPlan and Metro Plan, could Springfield make adjustments to be in compliance with the twenty year supply without going to the other jurisdictions.

Mr. Mott said we would need to make the argument that our concern was with respect to the population and employment we expect to come to Springfield. People wanting to open a business or build their home in Springfield cared that there was a place to build a home and start their business. The City could project what was likely to happen in the future by looking at the past, and that could be translated into land use needs.

Councilor Fitch asked if we could change our UGB without our partners.

Mr. Mott said the urban growth boundary (UGB) amendments that went over a river or ridgeline automatically required Eugene to be involved. He discussed the different way UGB amendments were processed.

Councilor Ballew said Springfield and Eugene had different corporate viewpoints, so there may never be agreement on purposes and aims. She asked if Springfield was currently feeding our own system with Geographic Information System (GIS) information. Yes. She said our data was as good as we could make it and we were doing it ongoing, which was good. She asked if it was done by tax lots.

Mr. Mott said it could be done in a variety of basis: by tax lots, by polygons, meets and bounds descriptions, etc.

Councilor Ballew asked if Eugene was doing something similar in keeping their database up-to-date.

Mr. Mott said they were. The network of GIS staff would come to a point where they would make recommendations on how the data should be stored and maintained, most likely not in Regional Land Information Database (RLID). Springfield could maintain every land use data in Springfield. There was other data related to land use in the City that the City could access. Springfield could be the sole repository for that data.

Councilor Lundberg asked about the relationship with this information and the Information Technology (IT) upgrades.

Mr. Mott said the technology fee recently enacted would enable the City to store information in a more precise way. It would also speak to other systems currently in place. He explained. Every permit issued was put into Tidemark, which was already in place. He said the LaserFiche program would allow us to connect all of the information and make it accessible.

Councilor Lundberg said real estate investors had information on what was available regarding land. She gave an example in the Gateway area. She said she would like these issues to be just between each City and the County, not all three. She was not interested in putting more time and effort into this unless it was required by the State or if it would enable Springfield to unlock itself from Eugene. She said the report stated that “jurisdictions are only interested in redevelopment that results in higher density”. She disagreed with that statement and explained why.

Councilor Fitch said Springfield needed to know long term where we wanted to go so there was a plan in place.

Mayor Leiken asked Councilor Woodrow if he had any questions.

Councilor Woodrow said his questions had been asked by Councilors Ballew and Lundberg.

Councilor Ralston said if this was done right, it could be used now and forever. It would be updated through the program. He said Springfield may have to explore ways to do things without Eugene’s approval.

Mr. Mott said it sounded like Council didn’t want to pursue any of the options.

Mr. Grimaldi asked if Council wanted to do a needs analysis. If a needs analysis was done, it would give Springfield the opportunity to have that conversation about expansion if a need was shown.

Mayor Leiken said it would only show the need within Springfield’s jurisdiction.

Councilor Ballew said she would like to know how much the needs analysis would cost and how much time it would take before proceeding. Council agreed.

Mr. Mott said Springfield was doing a needs analysis for residential in Springfield only.

Mayor Leiken asked staff to first come back with the cost before moving forward.

Mr. Grimaldi said staff would come back with costs and where this study could lead.

Mayor Leiken said he would like further discussion between the planning directors regarding the metro plan and creating more autonomy between the communities.

Councilor Lundberg wanted information on who would be involved because staff was already stretched.

ADJOURNMENT

The meeting was adjourned at approximately 7:10 pm.

Minutes Recorder – Amy Sowa

Sid Leiken
Mayor

Attest:

Amy Sowa
City Recorder